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ABSTRACT

A study examined irregular workers and vocational education and training (VET) centered on laborers in the Korea's manufacturing industry. The study established that, despite the increasing number of irregular workers in Korea, existing VET programs for them fall far short of those for regular workers. Compared with regular workers, irregular workers have 50% less training time and fewer opportunities to receive training. Although one out of three irregular workers wants more training, most employers have little interest in providing such training. Management generally prefers on-the-job training, whereas labor prefers training by private or public VET institutions. Korean managers and labor do, however, agree that the government should compensate irregular workers for possible wage losses stemming from VET. The following were among the recommendations presented: (1) strengthen legal and institutional frameworks for VET; (2) raise the rate of irregular workers taking out employment insurance; (3) provide greater opportunities for irregular workers with more VET; (4) increase public awareness regarding the need for VET for irregular workers; (5) develop training programs to meet irregular workers' needs, and vary programs' approaches by target audience; and (6) improve employment conditions so that irregular workers can attend VET programs more easily. (Twenty-one tables/figures are included. The bibliography lists 42 references) (MN)

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Irregular Workers and the Vocational Education and Training - Centered on the Laborer in the Manufacturing Industry -



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K R I V E T Korea Research Institute for
Vocational Education & Training

RM 02-15 Irregular Workers and
the Vocational Education and Training
-Centered on the Laborer
in the Manufacturing Industry-

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Vocational Education & Training

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I . Introduction

As the Korean labor market became more flexible, problems of irregular workers emerged as a serious social issue in Korea. As a result, various researches have been conducted on the problems of irregular workers. Through the researches, some facts were confirmed as follow. First, similar to situation in advanced nations, the number of irregular workers in Korea is on the rise since the 1990s. Second, irregular workers receive much less wages compared to regular workers and even if a human resources variable is controlled, the wage differential still exists in each form of employment. Third, the majority of irregular workers are in a precarious employment situation, denied of various social insurance benefits and are under the poor working condition. Fourth, more and more irregular jobs are calling for female workers and the number of female irregular workers is increasing sharply(Kwon Hye-ja, Park Sun-young, 1999; Kim Dool-soon, 1998; Kim Yoo-sun, 1999, 2001; Kim Tae-heung, 1999; Song Ho-geun, 2000; Ahn Ju-yeop, 2001; Lee Joo-hee, Jang Ji-yeon, 2000; Jo Soon-kyung, 2000; Eurostat, 1999).

Most of people agreed to the above trend, however, had two contrary opinions regarding the cause and the solution of increasing irregular workers. The labor world and some in the academic world argued that the cause of the increased irregular workers lies in a strategy that pursues flexible labor market and a national neo-liberal labor market policy. They also understood that the increased irregular workers are the outcome of some sort of divide and rule strategy of the labor. Under their arguments, they said that low wage and discriminatory treatment of

the irregular workers could never be justified. In this light, they provided the followings as the solution of this trend: 'abolition of irrational discriminatory treatment between regular and irregular workers' and 'employment of irregular workers, who work in the regular workers' positions, as regular workers'(Kim Sun-su, 2000; Park Young-sam, 2001; Park Tae-ju, 2001; Yoon Jin-ho, 2001).

On the other hand, others argued that the increase of irregular workers is an inevitable trend from globalization, fierce competition, and flexible labor market(Feldstadt and Jewson eds., 1999). Especially in Korea, it is considered that excessive protection and increased wages of regular workers along with the activation of labor movement compelled many employers to be more prudent in selecting regular workers. Thus, this trend is said to have encouraged irregular workers to increase. Against this backdrop, they insisted that excessive wages of regular workers be controlled and protection of regular workers are to be eased in order to increase wages and enhance working condition of irregular workers(Korea Management Association, 2000; Park Ki-sung, 2001).

However, existing studies on irregular workers are lack of viewpoints on dynamic state of irregular workers. One of the most important issues related to irregular workers is the problem of adherence to irregular employment. This proves well that irregular jobs failed to deliver a function of bridging the irregular jobs and the regular jobs(Nam Jae-ryang, Kim Tae-ki, 2000; Keum Jae-ho, 2000; Lee Byung-hee, 2001)¹⁾.

1) Keum Jae-ho(2000) analyzed a transition process of irregular workers from the start of an irregular job to the transfer to a regular job and denominated the process as 'irregular job maintenance rate'. The analysis was made by using the Korean labor panel study carried out by the Korea Labor Institute. According to his analysis, two years irregular job maintenance rate was 77.1%, and the five years rate was 68.0% proving that the most of irregular workers have remained in irregular jobs. Lee Byung-hee(2001) studied the effects of irregular job experience on the later

If irregular jobs provide an opportunity for an irregular worker to become a regular worker, much problems of the irregular employment can be solved. This, in turn, raises the need to find some possible solution of the problem by facilitating irregular workers' active transfer to regular jobs. In general, wages and employment status of a worker are closely linked to one's human capital. Thus, one of ways to solve the problem of irregular workers is to develop their human resource and provide them with a vocational education and training. The recognition of a need to develop human resources and provide the vocational education and training raises another need to engage in a study of present condition and problems of irregular workers' vocational education and training.

The paper will first, deal with the present condition, awareness and the demand of the vocational education and training of irregular workers in Korea; second, discuss a need for the vocational education and training of irregular workers; third, find ways to activate the vocational education and training of irregular workers. Related documents and data from home and abroad, surveys on the actual condition of the vocational education and training of irregular workers, and in-depth interviews were used as research methods. Issues that this paper is intended to find out are as follows. First, what is the definition of irregular workers in Korea and how is a transition situation of irregular workers? Second, what kinds of legislation are there that are related to the vocational education and training of irregular workers and what kinds of awareness and

employment of a person who once lost his job. He found out that a person who has had irregular job experience was less likely to be hired as a regular worker but more likely to be employed as an irregular worker again. His findings were based on the connection panel studies which was made by examining the same person picked up from the report on Economically Active Population that was carried out from January 1998 to December 1999.

attitude do irregular workers and their employers have on the vocational education and training? Third, what are impediments and problems of the vocational education and training of irregular workers? Fourth, is the vocational education and training of irregular worker necessary? If so, what can be the objective and activation measures for the vocational education and training. And what kinds of effects can we expect from it?

Formation of the paper is as follows. The first chapter will raise questions about irregular workers. The second chapter will deal with the definition and transition of irregular workers. The third chapter will examine characteristics of irregular workers and their vocational education and training. In the fourth chapter, the actual vocational education and training condition of irregular workers will be examined. In this chapter, legislation related to the vocational education and training of irregular workers will be examined. The present situation and demand of the vocational education and training of irregular workers will be analyzed as well based on a survey conducted to workers and employers. In the fifth chapter, the paper will discuss the necessity and the obstacles of the vocational education and training of irregular workers. Lastly, in the chapter six, the paper will summarize the content and provide measures to activate the training.

II. The Concept and Transition of Irregular Workers

1. The Concept of Irregular Workers

The definition and classification methods of irregular workers differ by country(National Alliance for Fair Employment, 2000; Kwon Hae-ja, Park Sun-young, 1999; Kim Tae-heung 1999; Cho Soon-kyung, 2000; OECD, 1999; Jung Jin-ho, 2000). Irregular works in European countries are mostly composed of temporary works and part-time works. The European labor statistic bureau defines the temporary work as an employment form of which employment relationship is terminated when contract term expires, due work is finished, or the regular worker in the position returns to work. Dispatched workers, seasonal workers and short-term workers are also included in the categories of the temporary workers(Eurostat, 1999).

Definition of the part-time work varies by country reflecting different market situation and labor-management relations in each country. Some countries such as Ireland and Portugal have no specific legal provisions regarding part-time workers, whereas countries like Korea, Germany and the Netherlands define part-time workers as workers who work shorter working hour than full-time workers in an establishment concerned. In France, the part-time workers are stipulated as follows: A worker who works less than four fifths of the working hours that are provided by law or a collective agreement. The OECD classifies the part-time workers as wageworkers whose working hour is less than average 30 hours a week and it releases an international comparative statistics every

year.

In the case of the United States, contingent workers, part-time workers, temporary help agency workers, independent contractors and on-call workers are usually comprehended as the irregular workers as a whole, however, the contingent workers and part-time workers can be sorted out as the most important categories of the irregular workers. The U.S. Bureau of Labor Statistics(BLS) stipulates the contingent work as an employment that does not have a long term contract of employment neither by a tacit consent nor by a clear statement. Even though the percentage may be differ by various estimation methods, the proportion of contingent workers among all salaried workers in the U.S. was estimated to be 1.9 - 4.3% as of February 1999(Jung Jin-ho, 2000).

Japan, similar to Korea, defines atypical workers as general workers who are not regular workers. Under the definition, following workers are also comprehended as atypical workers: part-timers, short-time workers, workers employed with a fixed-term employment agreement such as temporary workers or daily workers, workers who signed the employment agreement with employers other than in the current working establishment such as dispatched workers and telecommuters.

Currently there is no clear concept of irregular workers in Korea. Even the term referring to workers other than regular workers is divided into two: irregular workers and atypical workers.²⁾

Furthermore, classification of employment differs by government entities such as the Korea National Statistical Office and the Ministry of

2) Choi Kyung-su who proposed to use the term 'atypical worker' argued that the term 'atypical worker' is more appropriate in that it has more neutral connotation than the term 'irregular worker'. He asserted that the latter implies judgement of value which says irregular employment is not desirable so that the regular employment should be pursued. He also said the term 'irregular worker' is inappropriate because it suggests the fact that the perfect working condition is not guaranteed for the worker.

Labor.

There are also many statistical definitions of the same work category making comparison of data more difficult.³⁾

There are two definition and classification methods of the irregular works. One is a traditional approach and the other is a new attempt. The traditional approach defines irregular workers as temporary workers and daily workers excluding permanent workers among economically active population. Various analyses regarding the transition of irregular employment are based on this approach.

Recently, however, some raised several questions regarding the general classification method arguing that there is a need to understand the scale and the transition of irregular workers more accurately based on a thorough definition of the workers(Ryu Ki-chul, 2001; Park Ki-sung, 2001; Bae Jin-han, 2001; Choi Kyung-soo, 2001). Based on their argument, workers can be sorted out as follow: ① contingent workers and non-contingent workers according to their working durability, ② atypical workers and typical workers according to the work offering method, ③ part-time workers and full-time workers according to their working hours. Under this classification of workers, irregular workers cover anyone who falls under this category of contingent workers, atypical workers and part-time workers(Park Ki-sung 2001, Choi Kyung-soo, 2001).

If the definition of irregular workers includes various categories of workers who are not regular workers, then short-term contract workers whose contract term is less than a year, daily workers, part-time workers, hourly paid workers, dispatched workers and interns are also

3) The detail discussion and the definition of employment forms including regular workers, temporary workers and daily workers offered by the Korea National Statistical Office and the Ministry of Labor can be found in Jung Jin-ho(2000).

included in the definition(National Alliance for Fair Employment, 2000; Kwon Hae-ja, Park Sun-young, 1999; Kim Tae-hong, 1999; Jung Jin-ho, 2000; Cho Soon-kyung, 2000).

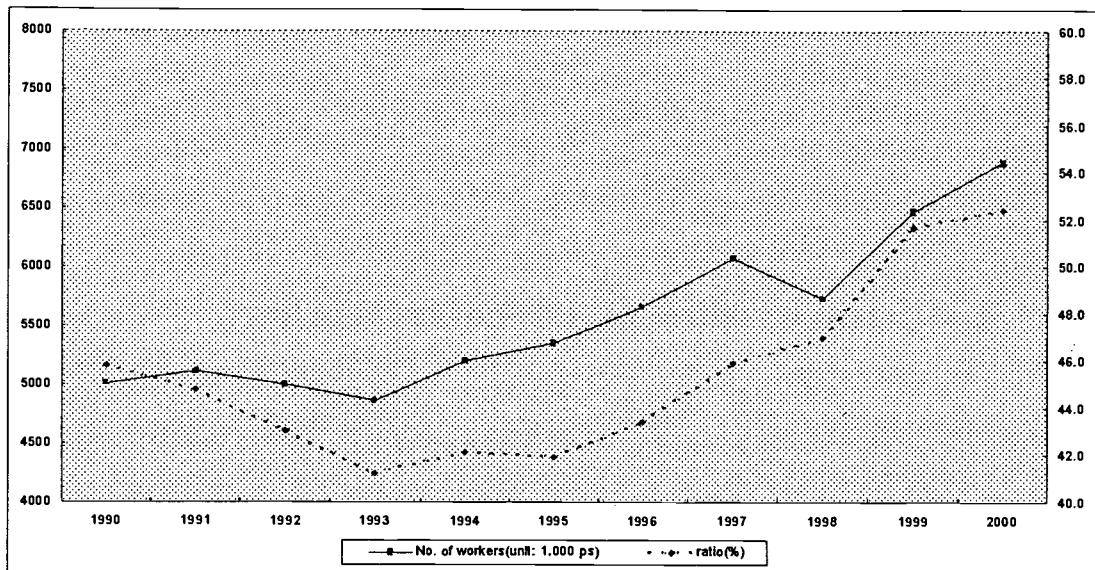
This paper will follow the traditional approach even though the approach is proved to have some limits.⁴⁾ This decision gave consideration to the fact that the goal of this paper is not intended to cover the concept and the scale of irregular workers while discussion of irregular workers in Korea are being made over its concept and scale.

2. Scale and Transition of Irregular Workers

While disputes over the concept and scale of irregular workers are going on, the report on the Economically Active Population presented by the Korea Statistical Office is the only material that enables us to track down the long term transition of irregular worker as for now. Generally, permanent employment can be categorized as regular employment and temporary or daily employment as irregular employment by the report on the Economically Active Population.

When we examine the transition of wageworkers in each position since 1990, we can find out that the absolute and relative proportion of regular workers have reduced and irregular workers such as temporary workers and daily workers have clearly increased as a whole. The trend had been accelerated in the labor market especially during the financial crisis, which was started in the late 1997.

4) The viewpoint of the author is based on the decision that there is no appropriate study approach that will substitute the traditional approach and the approach provides no obstacles to the content and goal of this paper.



Note: The component ratio is the percentage of number of total wageworkers

Figure 1. The transition of irregular workers

The transition of irregular workers has showed the upward trend on the whole since 1990. In case of temporary workers, they increased by 1.34 million during 10 years from 3.17 million in 1990 to 4.51 million in 2000. This is 42% increase from 1990. The component ratio of irregular workers recorded around 20% from 1990 to 1996; however, it steadily increased from 1997 to 2000 to mark 34.3% now.

Daily workers also increased by 538,000 or 29.2% from 1.84 million in 1990 to 2.38 million in 2000. The component ratio of daily workers showed steady decrease recording 16.8% in 1990 and decreased down to 13.8% in 1996 but it showed the upward trend since 1997 and surpassed 18% in 1999 and 2000.

III. Characteristics of Irregular Workers and their Vocational Education and Training

1. Characteristics of Irregular Workers

This Chapter will examine the characteristics of overall irregular workers and irregular laborers in the manufacturing industry based on the report on the Economically Active Population conducted on April 2001. The analysis was made with the original materials without any weight attached to it. Thus, the analysis has a little difference from the official statistics provided by the Korea Statistical Office. However, this method may be rather more helpful in understanding various characteristics of irregular workers.

A. Personal Characteristics of Irregular Workers

Table III-1 shows a distribution of irregular workers with regard to the sex, age, and education level based on the report on the Economically Active Population. The table also compares the distribution of irregular workers among overall wageworkers and manufacturing business workers. Proportion of irregular workers among overall wageworkers was 58.2% whereas the proportion manufacturing business workers was 50.9%. This showed that relatively higher percentage of workers in manufacturing business was engaged in the regular employment. On the other hand, the distribution of regular and irregular workers by the sex, age and education level showed significant differences in both groups.

As for the proportion with regard to the sex, the ratio of irregular workers that were female wageworkers was 73.4% showing similar ratio of 72.8% among female manufacturing business workers. In case of male workers, the proportion of irregular workers among the manufacturing businesses was less than that among overall male wageworkers by 10% points .

As for the proportion by age, the ratio of irregular workers among the manufacturing business workers showed a lower figure than that among total wageworkers in every age distribution but both showed similar patterns. The noteworthy fact was that in the age group 10 - 20, the proportion of irregular workers among manufacturing workers was much less than that among overall wageworkers by 16% points. Among the core age group between 20 and 40 in manufacturing business, percentage of regular workers was much higher than that of irregular workers.

In case of the proportion of irregular workers with regard to the education level, the proportion among manufacturing business workers were less than that among overall wageworkers in every education level. Among university graduates and above, the proportion of irregular workers in two groups showed little difference but among college graduates and under, the proportion among manufacturing business workers were far less than that among wageworkers in the same education level(The difference is approximately 12-14% points).

Table III-1 Distribution of irregular workers by the sex, age and education level

(Unit: %)

classification		total wageworkers			manufacturing business workers		
		regular	irregular (temporary+ daily)	degree of significance	regular	irregular (temporary+ daily)	degree of significance
	total	41.8	58.2		49.1	50.9	
sex	female	26.6	73.4	$\chi^2 = 2566.2$ $p < .001$	27.2	72.8	$\chi^2 = 899.6$ $p < .001$
	male	54.9	45.1		65.2	34.8	
age	10-10	13.0	87.0	$\chi^2 = 1283.9$ $p < .001$	29.3	70.7	$\chi^2 = 245.1$ $p < .001$
	20-29	43.5	56.5		58.3	41.7	
	30-39	50.3	49.7		50.2	49.8	
	40-49	45.2	54.8		53.0	47.0	
	50-59	37.5	62.5		43.1	56.9	
	60-	17.3	82.7		17.4	82.6	
edu. level	Jr. high graduates & under	18.7	81.3	$\chi^2 = 3156.9$ $p < .001$	32.7	67.3	$\chi^2 = 396.4$ $p < .001$
	High sch. graduates	41.8	58.2		55.7	44.3	
	collage graduates	50.5	49.5		62.9	37.1	
	Univ. graduates & above	63.1	36.9		67.7	32.3	

Data: the Korea Statistical Office, original data of report on the Economically Active Population on April 2001.

B. The Characteristics of Irregular Workers in the Labor Market

Table III-2 shows a distribution of irregular workers with regard to industry and compares the distribution in both overall wageworkers and manufacturing business laborers. The proportion of irregular workers was relatively low in industries such as transportation and communications, administration and welfare as well as manufacturing. The proportions were relatively high in industries such as agriculture, fisheries, mining, wholesale/retail food, lodging industries and construction. The proportion of irregular workers among manufacturing business laborers was 50. 9% which was 4.9% points higher than that among wageworkers in manufacturing business (45.0%) but lower than the proportion among wageworkers in total industries (58.2%) by 7.3% points.

Table III-2. Distribution of irregular workers by industry

(Unit : %)

classification	total wageworkers			manufacturing business workers	
	regular	irregular (temporary +daily)	degree of significance	regular	irregular (temporary+ daily)
farming			$\chi^2 = 4175.9$ $p < .001$	-	-
fishing	10.4	89.6		49.1	50.9
mining				-	-
manufacturing	55.0	45.0		-	-
construction	22.5	77.5		-	-
wholesale				-	-
retail	18.7	81.3		-	-
lodging				-	-
transportation				-	-
communications	71.4	28.6		-	-
service	50.3	49.7		-	-
administration				-	-
welfare	57.4	42.6		-	-
etc	31.5	68.5		-	-
total	41.8	58.2		49.1	50.9

Data: The Korea Statistical Office, original data of report on the Economically Active Population on April 2001.

Table III-3 provides you a distribution of irregular workers by occupation. The distribution differences in both groups of overall wageworkers and manufacturing business workers hold significant meaning. First, when we look at the proportion of irregular workers by occupation in overall wageworkers, the proportion in agriculture, forestry and fishery marked 91.9%, in service business 85.9%, sales business 85.6%, labor service 85.5% showing high percentages. On the other hand, high ranking-officer and people engaged in a specialized area marked 19.0%, people in operation and assembling business 33.4%, office workers 34.0%, technicians and semi-professionals 35.2% showing

relatively low percentages.

In the case of the proportion in manufacturing business workers, simple labor workers marked 80.6%, craft workers 61.6% indicating high proportion of irregular workers. However, in the case of technicians, semi-professionals, operators and assemblers, the proportion of regular workers was overwhelmingly high.

Table III-3. Distribution of irregular workers by occupation

(Unit : %)

classification	total wageworkers			manufacturing business workers		
	regular	irregular (temporary +daily)	degree of significance	regular	irregular (temporary +daily)	degree of significance
high official	81.0	19.0	$\chi^2 = 8731.5$ $p < .001$	-	-	$\chi^2 = 1429.5$ $p < .001$
technician				90.6	9.4	
semi-pro- fessional	64.8	35.2		-	-	
office worker	66.0	34.0		-	-	
service worker	14.1	85.9		-	-	
sales worker	14.4	85.6		-	-	
agriculture forestry	8.1	91.9		-	-	
craft worker	32.3	67.7		38.4	61.6	
assembler	66.6	33.4		70.2	29.8	
simple laborer	14.5	85.5		19.4	80.6	

Data: the Korea Statistical Office, original data of report on the Economically Active Population on April 2001.

C. Labor turnover of irregular workers

According to the existing researches conducted on the labor turnover of irregular workers, it is known that it is very hard for irregular workers to move to regular jobs. Keum Jae-ho(2000) and Lee Byung-hee(2001) conducted exemplary research on the labor turnover of irregular workers. Keum Jae-ho made an analysis on irregular workers' commencement of the irregular employment and the transition process using the data on labor panel study conducted by the Korea Labor Institute during 1998-2000. He introduced the concept of the 'irregular job maintenance rate' to analyze the probability of maintaining irregular employment for a certain period of time after commencement of the employment. According to his analysis, the two-year irregular job maintenance rate was 77.1%; the five-year irregular job maintenance rate was 68.0% indicating that the most of irregular workers stay as irregular workers after five years of their commencement of the work.

As for the characteristics of irregular workers, it turned out that they are highly more likely to stay as irregular workers. Some various reasons: if they are older, less educated, have been hired for a long-term before the commencement of an irregular job, engaged in a skilled, assemble business or in a simple labor job. If analyzed by the year of employment, irregular job employment rate had steadily dropped from 1970 to 1993, but has been increasing since 1994 indicating that there are not many chances for irregular workers(Keum Jae-ho, 2000).

Lee Byung-hee (2001), on the other hand, made an analysis of the effect of irregular job experience for a person, who lost his or her employment once, on getting a new job afterwards. The analysis was made based on a connection panel data which was organized with the same person used in the data from the report on the Economically

Active Population conducted from January 1998 to December 1999. The result of the analysis made on male adult workers can be seen in the Table III-4.

In the case of workers who have worked as temporary or daily workers in their earlier work place, it turned out that the most of them were rehired as temporary or daily workers again. The ratio of former temporary workers to obtain employment as regular workers was merely 4.3% and 56.5% of former temporary workers were rehired as temporary workers and 24.8% of them as daily workers. This shows that 81.3% of them were rehired as irregular workers. The ratio of former daily workers to obtain employment as irregular workers was even higher of 92.3%.

According to his analysis, a former irregular worker who had lost his or her employment once and obtained a new job afterwards is more likely to be rehired as an irregular worker, but is less likely to be hired as a regular worker.

Table III-4. The probability of employment status shift when re-employed : male adult

(Unit : person, %)

after before	perma- nent	temporary	daily	employer	independent businessman	unpaid family	total
perma- nent	150 (32.8)	117 (25.5)	83 (18.1)	22 (4.8)	81 (17.7)	5 (1.1)	458 (100.0)
temporary	17 (4.3)	223 (56.5)	98 (24.8)	13 (3.3)	41 (10.4)	3 (0.8)	395 (100.0)
daily	15 (1.3)	63 (5.3)	1036 (87.0)	16 (1.3)	51 (4.3)	10 (0.8)	1191 (100.0)
total	182 (100.0)	403 (100.0)	1217 (100.0)	51 (100.0)	173 (100.0)	18 (100.0)	2044 (100.0)

Note: percentage was written across in the parentheses

Data: the Korea Statistical Office, [1998.1~1999.12 report on the Economically Active Population] total connection panel

Source: reorganized from Lee Byung-hee (2001:119)

2. Vocational training of irregular workers

The participation rate of irregular workers in the vocational education and training is low even in the most advanced countries. Most of irregular workers are low salaried workers and they feel burdened to participate in vocational education and training at their own expense which leads to a low rate of turnover to regular jobs. Moreover, irregular workers are more likely to have low educational level and be engaged in a small-scale business than regular workers are. As a result, irregular workers have structurally limited opportunities to participate in an internal vocational education and training of their own expenses(OECD, 1999).

Mitchell(1998) urged upon the need for nations and entrepreneurs to build a strategic partnership in the vocational training so as to adapt to the globalization, technical advancement as well as ever-changing economy and working environment, and presented concrete measures for it.

The proportion of irregular workers is increasing in Korea; however, income and welfare of irregular workers are far lagged behind compared to those of regular full-time workers. Irregular workers are deprived of systematic training opportunity as well. As a result, a proper support of lifetime vocational education and training and ensuring their legal rights are urgently needed(Jung Jin-ho. 2000; Ryu Ky-chul, 2001).

Against this backdrop, the Korean government has the means to protect various atypical workers, as well as to expand support and

development of atypical workers. They have made clear its commitment to first, strengthen cyber training; second, develop proper training program that is suitable to temporary and daily workers; third, solidify support for employers and workers when having training sessions for atypical workers(The Ministry of Labor, 2000). However, it is known that it has not been started yet nor has little effect over the problem.

Lee Byung-hee and Kim Mi-ran(2000) made an analysis on the vocational education and training participation rate with regard to workers' status. Their analysis revealed significant differences in each status of workers participating in the vocational training. The training participation rate of permanent workers was 4.5% whereas the participation rate of temporary and daily workers accounted for only 2.4%. Ryu Ki-chul(2001) also made an analysis on the experience of participating in the employer supported training. The analysis showed that participation rate of irregular workers was significantly lower than that of regular workers. The authors suggested the following in order to activate employer supported vocational education and training. First, to canvass irregular workers for employment insurance. Second, to expand support on tuition fee. Third, to adjust upward the limit of financial support for the training. Fourth, to provide support for vocational development training operated by labor organization such as labor unions. Lastly, to adopt supporting measures to train dispatched workers.

The management circles are providing protection measures of irregular workers of their own while they took issues with the labor's argument about the protection of irregular workers and called for the correction of excessive employment protection on regular workers. In particular, they are emphasizing the importance of the vocational training and the creation of job experience for the irregular workers through expansion and specialization of training programs(Korea Management Association,

October, 2000; Lee Seung-kil, 2000).

The labor circles and some researchers paid attention to the poor work conditions of irregular workers compared to that of regular workers. They also emphasized the trend of industry to increase irregular workers in their operations. They argued that legal and institutional protection measures for irregular workers are urgently needed.

Furthermore, they stressed the following necessities to facilitate the development of vocational ability of irregular workers. First, the need to develop public vocational training programs and the need to expand opportunities to participate in the vocational education and training. Secondly, and to expand support for the vocational education and training in the private sector. Third, the need to provide tax benefits for the investment of the vocational education and training(Federation of Korean Trade Unions, 2000.6; Kim Yoo-sun, 1999; Yim Jong-ryul · Lee Won-hee · Lee Sang-hee, 1996).

The women's circles also paid attention to the trend of increasing female irregular workers and demanded the legal and institutional protection for female irregular workers. They also pressed for the rectification of discriminatory actions against female irregular workers on wage, employment stability and other working condition(Cho Soon-kyung, 2000; Kim Dool-soon, 1998).

IV. Status of Vocational Education and Training of Irregular Workers

1. Vocational Education and Training Systems for Irregular workers

The current vocational education and training system which relate to irregular workers in Korea are largely divided into three: incumbent employee training support, the unemployed training and support for conditional construction workers.

To reflect, first, on training support for incumbent employees, all workers affiliated to employment insurance under the current system are supported with training expenses regardless of regular and irregular status. In the case of training taken within the period of paid holidays, 1/2 to 1/3 of the worker's salary is supported to the business, and training expenses are given also for commissioned training and training conducted directly within and by the business. In the case that resignation is preordained non-voluntarily, or in the case of information training, course expenses are supported within a limit of 1 million won. In addition, the support for businesses that provide training and education to outside workers including dispatched workers has been largely increased from 120~180% to 220~280%.

As for unemployed training, in the case that irregular workers covered by employment are laid off, they can be provided with re-employment training under equivalent conditions to the unemployed making efforts for employment. Among trainees of re-employment training for the

unemployed, 54.3% are women, and 30.6% are the workers transferred from small and medium size businesses with under 50 employees; this is evidence to the contribution and effects of re-employment training. On the other hand, unemployed workers unaffiliated to employment insurance are provided with unemployment counter plan training including employment training (high school graduates), employment promotion training (disadvantaged classes, females), prospective employment training (university level graduates), self-support training (disadvantaged classes).

Lastly, training for conditional construction workers is also provided. In the case that the businesses or business groups are executing training for conditional construction workers, expenses for training is supported, while special vocational training is provided for conditional construction workers at public training facilities during the winter period.

However, considering the treaties and guidelines stipulated by such international bodies such as the ILO and laws and regulations of advanced countries, the legal and systematical institutions promoting the protection and development of irregular workers of Korea are quite inconsiderable. The ILO, through 'Short-time Labor Recommendation'(recommendation #182), in the 81st general assembly held in June of 1994, recommended that all appropriate measures should be taken in order to overcome all probable obstacles when short-time workers are to utilize opportunities for training, vocational development and vocational transition (Oh Moon-wan, 1997). Within the European Union, the 'General Treaty for Terminable Labor' was concluded after consultation between labor and management in 1999, which consequently prepared an institution for the protection of labor conditions and prevention of misuse of labor contracts of terminable contract workers. Germany is a representative country where the labor unions are vigorously involved in the vocational education and training of workers.

Germany's labor unions participate in various scales, from the enterprise level to national level, and absorb and represent the demands and interests in vocational training by workers(Lee Ho-chang, Lee Sang-ho, 1997; Hong Sun-ee, 1999).

Recently in advanced countries, as the flexibility of the labor market has been deepening and as enterprises have been lessening investments in human resources, there have been movements to support voluntary vocational development by workers, in an effort to eradicate the dilemma of limiting vocational education and training. This movement can be largely sorted into three categories: the American type Individual Training Accounts, the Japanese Education and Training Support System, and finally, Europe's Educational Leave. As such general vocational development systems have been introduced, irregular workers have been provided with an unprecedented number of opportunities for vocational development.

2. Current State and Demand for Vocational Education and Training of Irregular Workers

A. Survey Outline

This survey was conducted under the objective of understanding the state of employment and utilization of irregular workers in manufacturing and the current condition and demand of their vocational education and training. The subjects of the survey were manufacturing irregular workers and human resources / development directors of businesses. The research staff was dispatched to working places and conducted interviews with related subjects with structured questionnaires.

The 2000 Employment Insurance DB was used as sampling framework study data for selecting subject businesses. Manufacturing businesses with a larger number of regular workers than permanent workers were defined as 'Irregular Workers Employing Manufacturers' in the Employment Insurance Affiliation DB and were schematized and distributed according to regional and business sizes. Regional distribution followed the population distribution, whereas the business size distribution's ratio differed from the population (Refer to Table IV-1). This designation was under the consideration that the number of small-scale businesses would greatly outnumber the business of large-scale businesses in the case that the population percentage was entirely applied. Initially regions were divided into 4 different districts, consisting of Seoul, Mid-region, Youngnam, and Honam and again divided into metropolitan and non-metropolitan districts. By classifying metropolitan and non-metropolitan districts, regions accountable to reflect the size of region and attributes were conveniently sampled. Under the particular conditions of the employment insurance DB, regional division of businesses was set according to the regional labor office in jurisdiction.

Table IV-1. Distribution and quota sampling of businesses employing manufacturing irregular workers

(Unit : %)

Number of Workers	Percentage	Quota Sampling
1~29	70	45
30~99	22	30
100~299	6	15
300 and over	2	10

Subjects selected as representatives of manufacturing irregular workers were chosen through random sampling under cooperation with human resources directors. The number of subject workers were also differentiated according to the subject business' size: two workers for businesses employing under 30 permanent workers, three with 30~99 permanent workers, four employing 100~299 and six employing 300 and more and in addition, adjustments were subject to each particular situation. The target number of samples was 300 businesses, and 800 workers; samples among the collected that were consequently included in the analysis after inspection of evidence came down to 216 businesses and 676 workers.

This survey was conducted on a national scale starting in May 2001 to the 14th of June of the same year. Characters and properties of surveyed businesses and workers are given in Table IV-2 and Table IV-3.

Table IV-2. Characteristics of subject enterprise

(Unit : case, %)

classification		no. of cases	%
scale of enterprise	under 30 persons	87	40.3
	30 ~ 99 persons	71	32.9
	100 ~ 299 persons	37	17.1
	over 300 persons	21	9.7
area	Seoul/Incheon/ Kyonggi	86	39.8
	Busan/Kyongnam	53	24.5
	Daegu/Kyongbuk	28	13.0
	Daejeon/Chungcheong	26	12.0
	Kwangju/Jeonnam/ Jeonbuk	23	10.6
type of industry	daily commodities	67	31.0
	basic materials	41	19.0
	processing assembling	103	47.7
	IT	3	1.4
	others	2	0.9
total		216	100.0

Table IV-3. Characteristics of subject workers

(Unit : person, %)

classification		no. of cases	%
sex	male	359	53.1
	female	317	46.9
age	20-29	264	39.1
	30-39	211	31.2
	over 40	196	29.0
	no response	5	0.7
education level	under Jr. High graduate	138	20.4
	High Sch. graduate	405	59.9
	over college graduate	130	19.2
	no response	3	0.4
form of employment	full-time temporary	315	46.6
	part-time temporary	71	10.5
	full-time day	146	21.6
	part-time day	58	8.6
	full-time dispatched	63	9.3
	part-time dispatched	23	3.4
continuance in office	under 1 month	65	9.8
	under 1~2 month	75	11.3
	under 2~6 months	151	22.8
	under 6~12 months	134	20.3
	under 12~36 months	184	27.8
	over 36 months	52	7.9
total		676	100.0

B. The Actual Condition of Vocational Training of Irregular Workers

The result of the study showed that irregular workers in manufacturing business in Korea are mostly deprived of the education and training opportunities. Among 216 enterprises, 59 enterprises or 44.0% had the vocational education and training for regular workers. 49 enterprises or 22.7% had the vocational education and training for full-time irregular workers. 11 enterprises or 5.1% had the vocational education and training for part-time irregular workers and 10 enterprises or 4.6% had the vocational education and training for dispatched workers.

Table IV-4. The present condition of educations and training of incumbent workers executed by enterprises.

(Unit : place, %, hour/year, N=216)

classification		regular worker	full-time irregular	part-time irregular	dispatched
enterprises	number (place)	95	49	11	10
	ratio(%)	44.0	22.7	5.1	4.6
training hours per annum	basic	32.2	21.0	16.6	11.2
	professional skill	51.8	24.3	20.0	17.0

As for the training hours, basic training were given to regular workers for average 32.2 hours per annum and average 15 - 20 hours per annum to full-time or part-time irregular workers. Particularly, there was big difference in professional skill training hours. While the training to regular workers were made for average 51.8 hours annually, the training to irregular workers were made only average 20 hours annually.

Similar results were drawn from the test subjects. Among irregular workers in manufacturing business, 22.8% responded that they had training at their current work place. However, when asked to those who had training about the content of the training, they said 66.7% of the content of the training were about education on safety, 16.7% education on job ability enhancement, 6.3% education on information, 8.3% education on human relations and service and 2.1% on other things. The education on safety to workers in manufacturing business, which is mandatory under the current law, is hard to be comprehended as vocational development training, in a strict sense. Thus, when education on safety is excluded, training experience of irregular workers in manufacturing business on the vocational education and training shrinks down to 7 - 8%. However, this figure is still high compared to the existing research results.

The result of a survey conducted of enterprises revealed that there are big differences in the training methods in each employment form. While the 30.5% of the training made to regular workers were on-the-job training (OJT), 29.5% were brought-in training by outside public vocational education and training institution and 16.8% were brought-in training by outside private vocational education and training institution. The OJT made for full-time irregular workers accounted for 67.3% and part-time irregular workers for 81.8% proving that OJT took the most part of training for part-time irregular workers. We can see that proportion of the brought-in training by the outside training institutions were high in case of regular workers and OJT method is widely used for irregular workers.

Table IV-5. Education and training method of incumbent workers in enterprises.

(Unit : %)

classification	regular (N=95)	full-time irregular (N=49)	part-time irregular (N=11)
OJT	30.5	67.3	81.8
training by affiliated training institution	4.2	2.0	-
training by public vocational education training institution	29.5	10.2	9.1
training by private vocational education training institution	16.8	6.1	9.1
training by mail	5.3	-	-
others	12.8	-	-
do not know/ no response	1.1	14.3	-
total	100.0	100.0	100.0

The results of a survey conducted to irregular workers revealed similar results. The percentage of OJT was overwhelmingly high to 75.0% followed by training by the public vocational education and training institution 13.5%, training by the affiliated training institution 6.1%, training by the private vocational education and training institution 4.7% and training through the Internet 0.7%. There were little statistical differences found regarding the training methods in terms of employment forms, age and educational level.

Table IV-6. Training method experienced by irregular workers

(Unit : %, N=148)

classification	rate of response
OJT	75.0
training by affiliated training institution	6.1
training by public vocational education training institution	13.5
training by private vocational education training institution	4.7
training by the Internet	0.7
total	100.0

As for a satisfaction rate of enterprises on the outcome of the training, it turned out that the satisfaction rate of regular workers was higher than that of irregular workers. The rate was relatively high in 'enhancement of ability to perform one's duty' and 'cultivation of knowledge and technique related to one's duty' but it showed a low satisfaction rate in 'acquisition of a certificate of qualifications'.

Table IV-7. The perception of the outcome of incumbent workers training(enterprises)

classification	regular (N=95)	full-time irregular (N=49)	part-time irregular (N=11)	dispatched (N=10)
enhancement of ability to perform one's duty	41.8	21.3	18.2	0.0
cultivation of knowledge and technique related to one's duty	40.3	19.6	-14.3	6.3
acquisition of a certificate of qualifications	-1.8	-20.5	-21.4	-33.3

Note: The following meanings were attached to the calculated number:

'Very Satisfied' 100, 'Satisfied' 50, 'Neither Satisfied nor Dissatisfied' 0, 'Dissatisfied' -50, 'Very Dissatisfied' -100

Workers who have experience receiving training sessions were asked whether they were satisfied with it. 49.4% of them said they are satisfied whereas only 7.8% responded that they are dissatisfied. The Table IV-8 shows the result of response from the workers. The table also represents numbers that embraces attached meanings of 'very dissatisfied' -100, to 'very satisfied' +100. There were little significant differences in the result related to employment forms or education level but showed relatively low satisfaction rate from workers in their twenties.

Table IV-8. The satisfaction rate of outcome of training(workers)

classification		satisfaction rate(%)	degree of satisfaction	degree of significance
age	20's	41.7	10.16	$f=4.199$ $p=0.017$
	30's	53.6	30.90	
	40's and over	54.3	31.42	
total		49.4	22.82	

Note: The calculating method of the satisfaction rate is identical to the Table IV-7. The degree of significance is about the degree of satisfaction.

When asked to workers who did not receive the training about the reason for their absence, 59.3% of them responded that they did not receive the training because they were not provided with the training. 34.8% said because they did not feel it was necessary. Judging from the result, it is considered that irregular workers are likely to respond positively to the training if they are given the chance to participate and when a proper training support system is prepared for them.

Table IV-9. The reasons for not receiving the training

(Unit : %)

classification	training not provided	no necessity	wage cut	concern over intrusion of private hours	training cost burden	total(N)	degree of significance
total	59.3	34.8	1.0	4.5	0.4	100.0 (509)	
age	20's	67.8	25.6	0.5	5.5	0.5	100.0 (199)
	30's	55.0	39.1	2.0	4.0	-	100.0 (151)
	40's & over	52.2	42.7	0.6	3.8	0.6	100.0 (157)

The difference in employment form and education level had no statistical meanings but difference in age showed some significant differences. Considering the fact that 'because training were not provided' received high response from younger workers, it clearly indicates the possibility of their active participation when given the proper training programs.

C. The Perception and the Attitude on Vocational Training of Irregular Workers

It is revealed that businesses that hire irregular workers, do not feel it is necessary to train them. When asked whether they think the training for irregular workers are necessary, 33.3% responded that they feel the need to train full-time irregular workers but only 9.7% and 10.2%

responded positively for part-time irregular worker and dispatched workers respectively. This indicates the current situation that the most of businesses have passive attitude about the vocational training of irregular workers.

Table IV-10. The understanding of a need to have training for irregular workers(businesses)

(Unit : %, N=216)

subject response	full-time irregular	part-time irregular	dispatched
necessary	33.3	9.7	10.2
not necessary	66.7	90.3	89.8

Different from the survey conducted to businesses, workers were shown to feel the necessity of various fields of training. Among many fields of training, workers felt the most need in the training of human relations(82.9%). Other that highly needed training were 'training for enhancement of basic ability to perform one's duty' (79.6%), 'training for obtaining professional skills'(75.0%) and 'training for common sense and general education'(70.5%).

It revealed that the need for training was felt the most by high education level workers above college graduates. The distinctive differences were shown by educational level particularly in categories such as vocational education and training on obtaining professional skills and IT knowledge. Highly educated workers over college graduates appeared to express the need for the training on enhancing professional skills and IT knowledge. This example show that irregular workers in manufacturing business who received high education have strong will for a self-development. This, in turn, clearly showed the need to develop

training support measures and programs that will satisfy their desire.

Table IV-11. The understanding of a need for a various fields of training (workers)

(Unit : %)

classification	basic skills	common sense general education	pro-fessional skills	creativity	IT Knowledge	human relation s
edu-cation level	under Jr. High graduates (N=137)	80.3	66.4	63.5	53.3	49.7
	High Sch. graduates (N=404)	79.2	70.6	75.2	68.9	69.3
	over college graduates (N=128)	79.7	75.0	86.7	75.0	75.7
	total (N=669)	79.6	70.5	75.0	66.9	66.5
						82.9

Note: The figure is the percentage of combining responses of 'very needed' and 'needs'.

A survey on the aspiration for the vocational education and training was conducted. The result of the survey was that 53.4% of respondents said they don't want to receive training while only 35.2% responded they wish to receive one. This showed that general aspiration for the training is not that strong(refer to the Table IV-12).

Distinctive differences are found in the answers with regard to employment form, age and education level. Desire of workers dispatched for the training was relatively strong among many forms of employment whereas that of part-time and full-time irregular workers were weak. It is known that workers age in their twenties showed the strongest desire for the training and workers in their forties showed the weakest.

Research supported that if the workers were higher educated, then workers had a stronger desire for the training.

Table IV-12. Aspiration for the vocational development training

(Unit : %, score)

classification	desire ratio (%)	degree of desire (score)	total	degree of significance
total	35.2	45.13	45.13	
employment form	full-time temporary	32.4	42.92	f=3.143 p=0.025
	full-time day	39.2	47.16	
	part-time	29.7	41.59	
	dispatched	46.5	54.06	
age	20's	44.8	52.50	f=16.816 p=0.000
	30's	35.5	46.04	
	40's & over	21.4	34.50	
education level	under Jr. High graduates	18.1	32.02	f=13.600 p=0.000
	High Sch. graduates	37.7	47.46	
	college graduates & over	44.2	51.06	

Note: Figures in the degree of desire section are the mean value measured with following meanings attached: ' very much like to receive training' 100, 'wish to receive training' 75, 'do not wish to receive training' 25, 'do not want to receive training at all' 0.

As the answer to the question what kinds of training do they wish to receive, training for the enhancement of current ability to perform their duty marked the most by 54.9% followed by training for transferring to other occupation by 27.9%. The difference in responses with regard to employment form, age, education level revealed little significance.

Table IV-13. Types of training wished by workers

(Unit : %)

classification	respond rate
training for the enhancement of current ability to perform one's duty	54.9
training for transferring to other work places or to regular jobs	17.2
training for transferring to other occupation	27.9
total	100.0

Three quarters of workers wished to have the training for the acquisition of a certificate of qualifications revealing their strong will to obtain a certificate of qualifications. Excluding differences in age, differences in employment form and education level showed little significance in this outcome. The younger the workers were the more they wanted to have training for the acquisition of a certificate of qualifications.

Table IV-14. Desire to have training for the acquisition of a certificate of qualifications

(Unit : %)

classification	yes	no	total(N)	degree of significance
total	74.4	25.6	100.0 (234)	
age	20's	78.4	21.6	$\chi^2=6.780$
	30's	77.3	22.7	$p=0.034$
	40's & over	58.5	41.5	

A training session that workers who wish to receive training wanted

the most was the 'education on information'(44.6%). And the aspirations for the education were strong even among irregular workers in manufacturing business. Other training that the workers wanted were 'training for the enhancement of ability to perform one's duty'(22.1%), 'training for the acquisition of a certificate of qualifications'(10.8%) and 'training for obtaining professional techniques'(9.9%).

Table IV-15. Content of the training wished by workers

(Unit : %)

classification	20's	30's	40's & over	total
education for aquisition of a certificate of qualifications	13.6	9.6	5.7	10.9
education on imformatization	49.5	46.6	25.7	44.5
training for the enhancement of ability to perform one's duty	16.5	24.7	31.4	21.8
training for professional technique	11.7	6.8	11.4	10.0
education on safety	1.9	6.8	17.1	6.2
general education	5.8	4.1	2.9	4.7
others	1.0	1.4	5.7	1.9
total (N)	100.0 (103)	100.0 (73)	100.0 (35)	100.0 (211)

degree of significance : $\chi^2=22.981$, $p=0.028$

The answers from workers in their twenties and forties made a clear contrast but workers in their thirties took a middle position between the two age groups. Sections where distinctive differences with regard to age group were shown are 'training for acquisition of a certificate of qualification' and 'education on information'. Workers' wish for the

'education on information' was particularly strong for workers in their twenties and thirties, but weak for workers in their forties. As for the workers' wish for the 'training of acquisition of a certificate of qualifications', workers in their twenties showed the strongest interest by 13.6% followed by workers in their thirties by 9.6% and workers in their forties by 5.7%.

As a result of conducting a survey on businesses, which responded that they feel the need to train irregular workers in manufacturing business. The most favored training method turned out to be the OJT by 63.2%. Followed by training by the private vocational education and training institution by 14.7%, training by the public vocational education and training institution by 11.6%, training by the affiliated institution by 8.4% and training through the Internet by 2.1%. It is revealed that businesses preferred the OJT or training by the affiliated institution to the brought-in training institutions.

Workers, who wished to receive training, preferred the training by public vocational education and training institution the most by 32.3% followed by training by affiliate institution by 23.5% and the OJT by 20.4%. However, it is notable that preference for training by mail or through the Internet was over 10%.

Table IV-16. Preference of training methods

(Unit : %)

classification	respond from business	respond from workers
OJT	63.2	20.4
training by private vocational education training institution	14.7	12.6
training by public vocational education training institution	11.6	32.3
training by affiliated institution	8.4	23.5
training through the Internet	2.1	7.0
training by the mail	-	3.9
others	-	0.4
total (N)	100.0 (95)	100.0 (230)

As for the bearing the expenses for the training, businesses preferred 'government's support, including employment insurance' by 33.7%. Businesses which preferred 'company + government's support' accounted for 31.6%, 'company' 22.1%, 'company+workers+ government's support' 8.4% and 'company+workers' or 'government's support+workers' 2.1%.

Table IV-17. Preference in bearing the expenses of the training (business)

(Unit : %, N=95)

classification	rate of response
company	22.1
government support (employment insurance)	33.7
company+government support	31.6
company+workers	2.1
government support+workers	2.1
company+workers+government support	8.4
total	100.0

The training hours preferred by businesses are divided into two: business hours and after business hours. However, it revealed that the preferences were put a little more weight on business hours. While some argued that it is better to have training during the business hours considering trainees and their performances, others argued that to have training during other times than business hours is better so as not to disturb the business as much as possible. The result shows that almost the same weight is put on the both arguments.

Table IV-18. The preference of training hours

(Unit : %, place, person)

classification	response from businesses	response from workers
business hours	48.4	70.3
other time than business hours	50.5	29.1
do not know/no response	1.1	0.6
total (N)	100.0 (95)	100.0(676)

Different from the survey conducted to businesses on the training hours, most workers preferred the business hours to receive training. 70.7% of the respondents answered that they prefer to have training during business hours whereas only 29.3% said they prefer other time than business hours. The contradictory responds from workers and businesses come from the different perspectives they have on training. It is known that the younger the workers are the more they preferred to have training during business hours.

Most of irregular workers are paid by the hour, thus, whether workers can have supplementary wages for having training greatly affects the success of the training. A question was asked to both businesses and

workers of their opinions about supplementary wages and training allowances. Most of workers and businesses responded that it is desirable for government to bear the expenses. However, the second highest answer from workers was to have businesses bear the expenses whereas the answers from businesses were to have no supplementary wages and training allowances.

Table IV-19. Preference in receiving supplementary wage and training allowance

(Unit : %, place, person)

classification	Response form business	response from workers
desirable not to have it	12.5	5.2
desirable for government to bear it	78.2	69.0
desirable for business owners to bear it	8.8	24.3
do not know/no response	0.5	1.6
total (N)	100.0 (216)	100.0 (676)

As for the conditions for workers to actively participate in the training, 49.3% said they will participate if suitable training for themselves are provided. 19.7% said they will participate if they are obliged to do so due to their job position or are requested from the company. 8.3% said they will participate if the problem of work burden are solved. Judging from the result, it will be utmost important to provide suitable training programs for irregular workers in manufacturing businesses in order to induce their participation. As for the answers with regard to education level, highly educated workers above college graduates showed the highest willingness to participate in the training if suitable training were provided to them.

Table IV-20. A condition for participating in the training

(Unit : %)

classification	under Jr. High graduates	High Sch. graduates	collage graduates & over	total
job position or request from the company	24.6	16.1	25.4	19.6
suitable training provided	35.5	51.2	58.5	49.4
housework burden solved	11.6	7.7	6.9	8.3
if there is time to spare	8.7	7.7	1.5	6.7
if there is no cost burden	6.5	8.2	0.8	6.4
business hour training	5.1	3.2	3.1	3.6
wages or allowances for the training	8.0	5.9	3.8	6.0
total (N)	100.0 (138)	100.0 (404)	100.0 (130)	100.0 (672)

degree of significance : $\chi^2=34.640$, $p=0.001$

V. Issues of Discussion

1. The Need for Capacity Building of Irregular Workers

There is a consensus among the government, management and labor that the vocational education and training programs should be promoted(Federation of Korean Trade Unions, 2000; Kim Yoo-sun, 1999; Im Jong-ryul and others, 1996; the Korea Employers Federation 2000; Lee Seung-kil, 2000; Ryu Ki-chul, 2001; the Ministry of Labor, 2000). Proponents of the vocational education and training programs insist that irregular workers should be given more opportunities to shift to regular workers through the promotion of improved human capital and vocational education and training(Ryu Ki-chul, 2001; Ch'ang Hong-guen, 2001).

However, there are also skeptics about the need and effects of the vocational education and training programs for irregular workers. The majority of them are employers. They claim that those programs will not work and be wasteful, as the labor market is becoming increasingly flexible. They say that irregular workers, in most cases, do repetitive and simple jobs, therefore, do not need the vocational education and training. Employers also insist that the vocational education and training will make no difference because most irregular workers have little basic education and little urge for self-development.

Yet, the vocational education and training should be viewed from a multi-dimensional, long-term perspective. With the advancement of information technologies, the world is rapidly moving towards an

information and knowledge society. In a knowledge-based society, the quality of human resources will be a critical factor to determining the competitiveness of businesses and nations. Under these circumstances, it is not in our national interests that irregular workers such as temporary and daily workers, who represent more than half the workforce, are excluded from the vocational education and training programs. So, strategic approaches to those programs are called for.

The promotion of the vocational education and training for irregular workers lays the groundwork for the Korean economy to shift to a high-skill equilibrium from the current low-skill equilibrium. In today's knowledge-based economy, the traditional economic growth model based on low wage, low skilled or half-skilled workforce is not valid any more. The Korean economy cannot shift to a high-skill equilibrium when more than half the workforce is excluded from the vocational education and training. Only when irregular workers have access to efficient vocational education and training courses, the Korean economy will be brought one step closer to a high-skill equilibrium.

In addition, the vocational education and training for irregular workers should be promoted for social equity. As discussed above, irregular workers have fewer opportunities for education and training and more obstacles to developing their human capital compared to regular workers. As a result, the gap between irregular and regular workers in vocational capability is ever widening and irregular workers remain precariously employed for a long time. In this regard, measures to promote the vocational education and training programs play an important role in enhancing social equity and cutting the vicious cycle of irregular jobs-unemployment-non-economic activities.

Moreover, the vocational education and training gives more opportunities to get regular jobs to young irregular workers, who have

huge potential and strong will to develop careers. As a result, irregular workers will be able to develop their vocational capability and side effects of the flexible labor market will be somewhat eased.

In sum, the vocational education and training programs should not be held off in order to promote the development of individual vocational capacity and careers of irregular workers, shifting to regular jobs, competitiveness of businesses, social equity and competitiveness of human resources at the national level.

In reality, there are clear rationales for vocational training programs for irregular. Above all, a significant number of irregular workers recognize the need of the vocational education and training and have willed to develop their own vocational ability. Second, it is hard to see that irregular workers have less learning ability and talent than regular workers do. In fact, a lot of workers have irregular jobs not because of their lack of ability, but because of labor market conditions. That means they are involuntary irregular workers. In particular, young irregular workers with higher education have as much talent, potential and will to develop themselves as regular workers. Finally, employment insurance has already been extended to cover all companies with more than one employee. Under the law the insurance covers almost all workers except daily workers employed less than one month. Still, it is true that a lot of irregular workers are not insured and even those workers who are insured, are still excluded from the vocational education and training programs due to indifference of employers and the government. Yet, given improved legal and institutional systems and aggressive government assistance, employment insurance can be the basis for the promotion of vocational training for irregular workers.

2. Obstacles to the Vocational Education and Training for Irregular Workers

There are several obstacles to the promotion of the vocational education and training for irregular workers. First, there is little awareness about the need of vocational training for irregular workers. Not only employers and society at large but also irregular workers themselves show little interest in the vocational education and training. Employers' attitude is quite understandable because they hire irregular workers in order to reduce labor cost and maintain a flexible workforce. Also, they do not want to pay for the vocational education because turnover rates among irregular workers are quite high. For irregular workers' part, they can not afford to pay much attention to vocational training from a long-term perspective because they have immediate concerns such as low wage and job insecurity.

Second, There is the lack of legal and institutional assistance. Of course, employment insurance covers various vocational training programs for irregular workers and the government also provides assistance programs. Still, the assistance programs are insufficient and ineffective. Irregular workers are excluded from training assistance programs for the employed. At the same time, they are not eligible for the vocational education and training programs for the unemployed. It is not an exaggeration that irregular workers stay in a blind spot in the vocational development terms.

Third, there are few incentives for capacity building programs for irregular workers. Under the current human resources management system, irregular workers have little chance to become regular workers or get higher wage even if they develop more vocational capacity

through training programs. That is why many irregular workers do not want to devote time and efforts to developing vocational ability. Unless improved vocational capability leads to more opportunities in the workplace or other benefits, irregular workers will not actively participate in vocational training courses.

Finally, conditions for the vocational education and training are not favorable. The majority of the irregular workers are suffering from low wage and job insecurity, not covered by employment insurance, and paid by hours. Therefore, they have little financial resources to pay for the vocational education and training programs and might face lower wage from less work hours if they get training for the vocational development. In case of working in shifts, irregular workers might find it difficult to secure time for the vocational education and training. As discussed above, issues related to cost, time and wage loss should first be addressed in order to promote the vocational education and training programs for irregular workers.

VII. Conclusion: summary and suggestions

This study has identified following facts with regard to the vocational education and training of irregular workers.

First, despite the increasing number of irregular workers, few vocational training programs are put in place denying irregular workers' opportunities to develop vocational ability. The vocational education and training programs for irregular workers fall far short of those for regular workers in terms of frequency and time. In fact, irregular workers have

fifty percent less training time and fewer opportunities than regular workers do. Also, there is a clear difference in training methods. A significant number of regular workers receive the vocational education and training at specialized training institutions while most of irregular workers are trained at their workplace. Moreover, even the weak legal and institutional frameworks are not fully put to use for the benefit of irregular workers.

Second, the management and labor show a clear difference in their views with regard to the vocational education and training. Most employers have little interest in training programs while employees recognize the need for the vocational education and training. More than one out of three irregular workers want training for vocational ability and the figure increases among young workers with more than junior college education. Irregular workers want the vocational education and training mainly for two reasons: to improve vocational ability in the current workplace and shift to regular jobs or to find a new job in other fields. Irregular workers are also showing great interest in the programs to get a certificate of qualifications.

Third, there are differences in opinions between the management and labor about the methods of the vocational education and training. The management prefers OJT while the labor prefers training by the private or public vocational education and training institutions and the affiliated training institutions. There are also differences over training time. More than seventy percent of workers prefer vocational education within work hours while fifty percent of employers want training programs within work hours and the other half want training programs outside work hours.

Fourth, the management and labor share the same view that the government should compensate irregular workers for the possible wage

loss resulting from the vocational education and training. And irregular workers will actively participate in the training programs only when those programs meet their needs. For that reason, the vocational education and training programs meeting irregular workers' needs should be developed and provided.

Fifth, the vocational education and training programs are imperative for improved vocational capacity and careers of irregular workers themselves, the promotion of shift to regular jobs, enhanced competitiveness of businesses, increased social equity and improved competitiveness of human resources at the national level.

Sixth, obstacles to the promotion of the vocational education and training of irregular workers are the lack of awareness of the interested parties, weak legal and institutional frameworks, the lack of incentives, low wage, job insecurity, and unfavorable working conditions.

There are some suggestions to overcome the obstacles identified above and to promote the vocational education and training for irregular workers.

First, legal and institutional frameworks for the vocational education and training for irregular workers should be strengthened. The current legal system targets the training programs primarily at regular workers and the unemployed workers.

Therefore, relevant laws should be revised to give more opportunities for training to irregular workers. In addition, the existing vocational training subsidies, which are currently enjoyed only by regular workers, should be expanded to include irregular workers with qualifications or specified remaining contract period. Not only that, under specified circumstances, vocational training leaves should be allowed to irregular workers who want additional vocational education outside workplace and training loans should be arranged. Other issues to examine are the

introduction of training benefits to compensate wage loss from reduced work hours for irregular workers and the development of specialized consulting system to counsel and assist vocational education programs for irregular workers.

Second, the rate of irregular workers taking out employment insurance should be raised significantly. As a result of the expanded coverage of employment insurance over the past few years, most of regular workers are now insured. Still, the majority of irregular workers are not insured. But, employment insurance is the centerpiece of the vocational education and training. Accordingly, efforts should be made to encourage more irregular workers to be insured in order to promote the vocational education and training. Employment insurance should be expanded to include workers who are not currently eligible, at the same time, to attract more workers who are eligible, but not insured. To that end, public campaign targeting employers should be stepped up. Moreover, labor authorities should force employers to make employees insured when eligible workers are not insured and report the case to the authorities.

Third, at the business level, more opportunities should be given to irregular workers with more vocational education and training. Systematic management of irregular workers should also be established. If irregular workers attending vocational training courses get extra performance points and that leads to more chances of promotion and higher wage, the vocational education and training programs will be welcomed by irregular workers. In addition, the current irregular workers' management should be systematized. Other preconditions for promoting the vocational education and training are issuance of employment contracts to even irregular workers at the time of hiring and drawing out clear regulations and guidelines to systematically manage irregular workers.

Fourth, There is a need for increased public awareness and partnerships among the parties concerned with regard to the vocational education and training for irregular workers (Mitchell, 1998). To that end, media campaign targeting both employers and employees should be strengthened. At the same time, the management, labor and government should be more active in forging a partnership and consensus in the whole process ranging from setting out goals, vision, strategies and action plans to implementation in relation to the vocational education and training programs.

Fifth, various training programs meeting the needs of irregular workers should be developed and different approaches should be taken according to target groups. The current vocational education and training system targets mainly at regular workers and the unemployed, therefore, is not suitable for irregular workers. Accordingly, various education programs taking into account employment conditions of irregular workers should be developed and promoted. Irregular workers will have more opportunities for training programs if night or weekend classes in public vocational education and training institutions and cyber education using information and communications technologies such as web-based training are opened. Meanwhile, given the complex nature of issues related to irregular workers, multi-dimensional approaches should be adopted according to target groups. Clearly, it is not practical to apply the same approach to young irregular workers who have higher education and strong will for self-development and other irregular workers who do not. The more practical and desirable way is that the former takes self-development classes with an aim to shift to regular jobs or change careers while the latter gets field training to improve vocational ability when they are guaranteed continuous employment.

Finally, employment conditions should be improved so that irregular

workers can attend vocational training programs more easily. Among the impediments to the active participation are low wage, job insecurity and poor working conditions. It is noteworthy that steadily reducing the gap between regular and irregular workers in wages and working conditions is key to the promotion of the vocational education and training of irregular workers.

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